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## CHALLENGE COST SHARE

*1991 Report*

# Fish & Wildlife 2000



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# CHALLENGE COST SHARE

1991 REPORT

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WASHINGTON, D.C.**





# CHALLENGE COST SHARE

1991 REPORT

## *The Initiative*

**I**t was a natural combination, joining the manager of the most fish and wildlife habitat in the country and the groups most interested in how the land and water are cared for.

Congress saw the potential of challenge cost sharing -- the potential to stretch federal agency funds and accomplish more on-the-ground work. Congress, conservationists and BLM also recognized the value of having people who love the land give something back to it, to make it better for fishing or hunting or just pulling off the road and watching elk graze a mountain meadow or a pair of mergansers split the air above a river canyon.

So in 1985, Congress appropriated \$300,000 to the Bureau of Land Management (BLM) to improve the habitat for desert bighorn sheep in six western states. The chief stipulation was that the funds be matched through outside donations of cash, materials or labor.

That's the way it began. Today, it's called the Challenge Cost Share (CCS) initiative and, among all federal programs, this one stands out as a landslide success. This report will tell you why it's a success and highlight how the initiative is working.

The CCS initiative is a success simply because it works.

Take that first project in 1985, for instance, the one having to do with the desert bighorns. The original \$300,000 was more than doubled by contributions from state agencies and private organizations. And that allowed BLM and its partners to make great strides in a short time. Eighteen new water

sources in Arizona, Nevada and New Mexico were built. Four new herds of desert bighorns were established in Arizona, and four other habitats were surveyed for possible reintroduction. Desert bighorn mortality was on the rise; the challenge cost share grant helped to get rolling a study to figure out why. Since the initial CCS grant, BLM and its partners



*Rocky Mountain bighorn sheep near the Salmon River in Idaho.*



have continued the work; 109 desert bighorn water projects have been finished and the sheep were introduced to 39 areas.

Congress recognized a program that got results and allocated another \$300,000 for desert bighorns the next year. In 1987, Congress increased the matching account fund to \$450,000 and removed the restriction that the money only be spent on desert bighorn recovery. That ignited a new set of partnerships, allowing BLM to work on CCS projects for waterfowl, fisheries, big game and plant surveys. Private contributions soared to a whopping \$1.9 million that year, and any doubts about how the program would work vanished. Since then, the CCS initiative only has grown bigger and better.

The CCS initiative is a boost to BLM, coming at a time when BLM is paying more attention to fish and wildlife than ever before. In 1988, BLM began implementing its "Fish and Wildlife 2000" plan, which sets forth goals and objectives for managing these resources into the 21st century. One important feature of "Fish and Wildlife 2000" is expanding partnerships with outside agencies; CCS is the cornerstone for that effort. Many of the projects that trace their roots to BLM's comprehensive "Fish and Wildlife 2000" strategies are being funded through CCS.

The CCS initiative supports other efforts, too. In July 1991, Secretary of the Interior Manuel Lujan launched the "Enjoy America Outdoors" program, centering on

eight recreation activities as common themes. Partnerships, such as those developed through the CCS effort, are a vital part of "Enjoy America Outdoors."

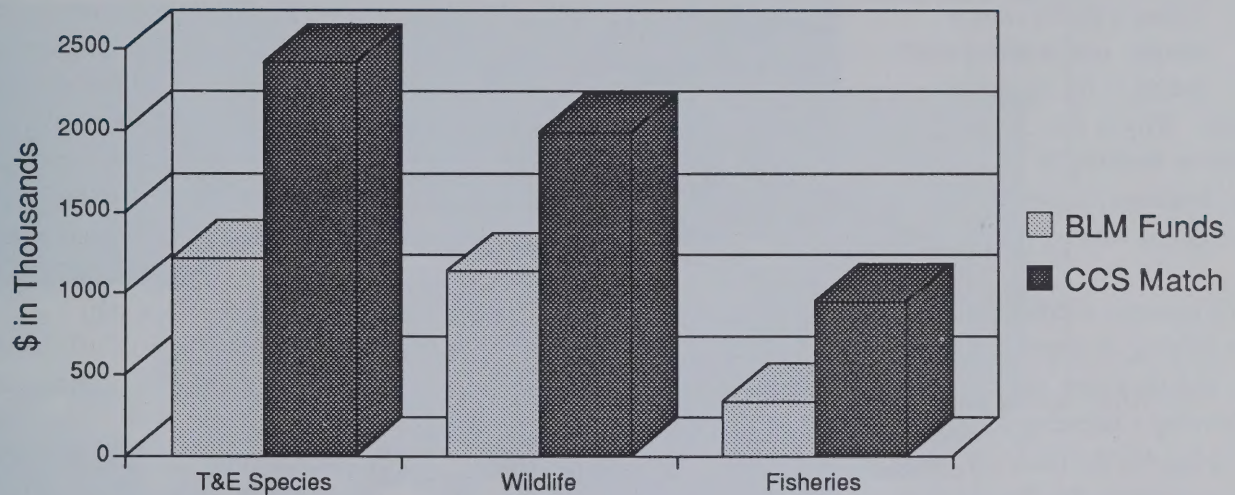
The list of CCS partners has grown. It reads like an honor roll of conservation and outdoors groups -- Ducks Unlimited, The Nature Conservancy, Trout Unlimited, National Wild Turkey Federation, the Izaak Walton League, Pheasants Forever, Quail Unlimited, Rocky Mountain Elk Foundation, Native Plant Societies, local affiliates of the Audubon Society, National Wildlife Federation, Foundation for North American Wild Sheep and other bighorn sheep organizations, state fish and wildlife agencies, and dozens more. (Additional partners are listed in the appendix.)



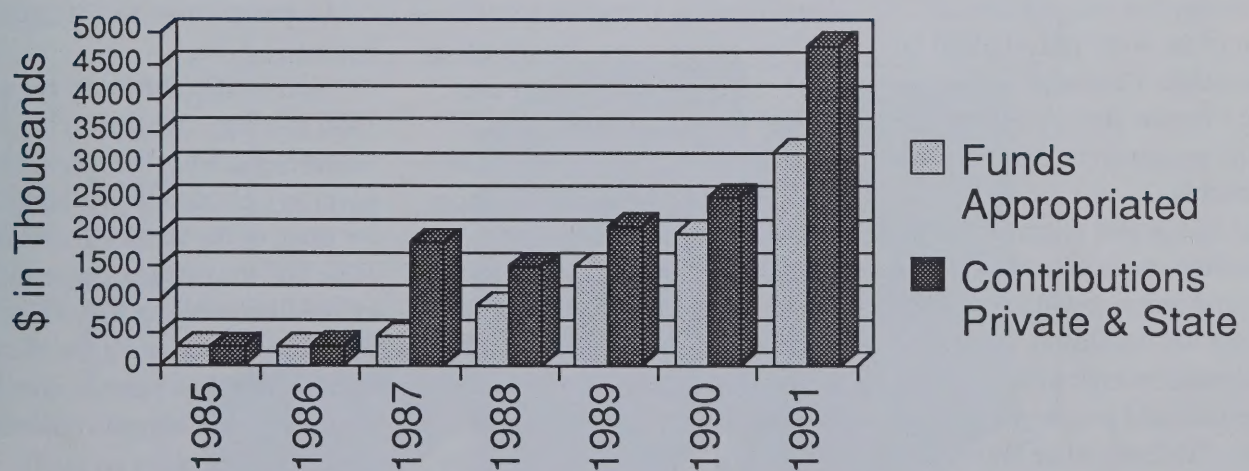
*Guzzler installed for desert bighorns in BLM's Ely, Nevada, District.*



### Funding for Challenge Cost Share by Major Program Component – FY 1991



### Challenge Cost Share Funding History



Source: BLM Annual Work Plan

Contributions include funds, materials and/or labor.



## The Secret of Our Success

**I**t's just a theory, and a simple one at that, but it seems to fit. Here's the question: Why is the Challenge Cost Share working so well? The theory: Because it's one of those rare programs where everybody wins.

The partners win because they're helping to improve a resource that they care about. Plus, they develop a keener sense of stewardship for the land. BLM employees notice that the projects don't always end when the tools are put away and everyone scrubs up. "Three years after the project was over, the people who helped with it were still coming back and visiting," wrote one BLM employee of habitat improvement work in Nevada.

BLM wins because more work on the ground is completed, much of it that otherwise would have been delayed or just not done. "Most of the work just wouldn't be done without Challenge Cost Share," reports Bob Haburchak, wildlife program manager for BLM in Montana.

BLM has also found that CCS partnerships are a great way to make and renew friendships. "The program has enabled us to forge strong relationships with a variety of agencies and private groups," reports California State Director Ed Haste. "The perception of BLM by the general public is improved because CCS increases our ability



*CCS provides BLM and its partners with a good return on their investment.*

to put projects on the ground, demonstrating a tangible benefit."

The public wins. People get a good return on their investment.

"Everyone is challenging everyone else," says Kevin Lackey, the conservation program manager for the Rocky Mountain Elk Foundation. "It really makes people feel good to know that their one dollar is going to do two dollars worth of work."

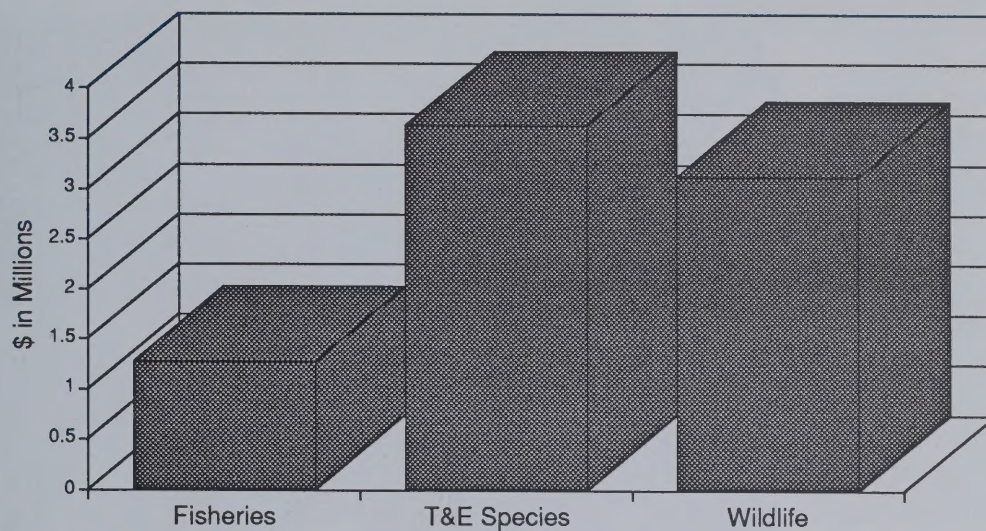
The benefits extend beyond dollars and cents, too. "Our members like working on public land because they know they'll have the opportunity to go back and hunt it,"

says David Lockwood, western field representative for Pheasants Forever.

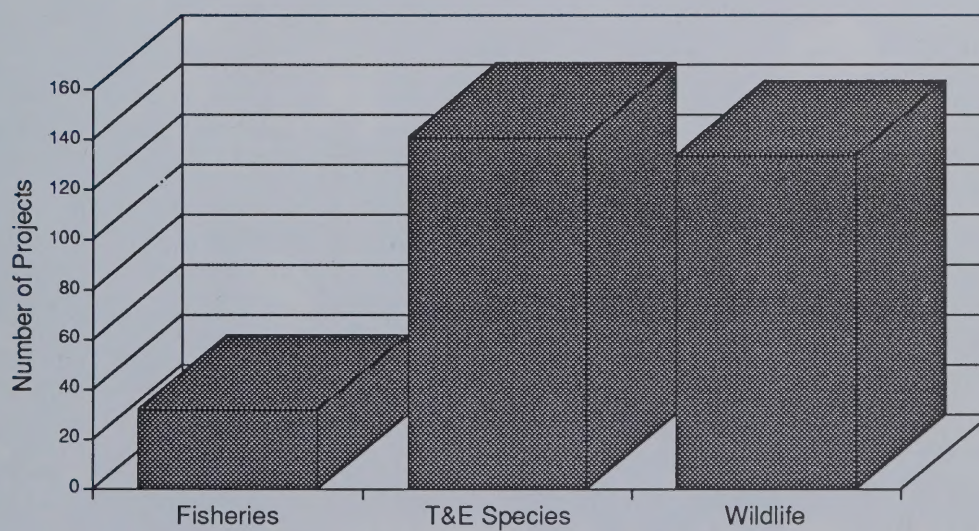
And finally, the resources win - and win big. Whether it is boulders placed in the Arkansas River in Colorado to provide pools for trout, or the Barrick Goldstrike Mine and the Nevada Department of Wildlife donating \$70,000 to construct a fence along the Marys River to benefit a riparian area and the threatened Lahontan cutthroat, the natural resources on public lands will be in better shape because of CCS projects.



**Total Value of Challenge Cost Share Projects  
by Major Program Component – FY 1991**



**Total Number of Challenge Cost Share Projects  
by Major Program Component – FY 1991**



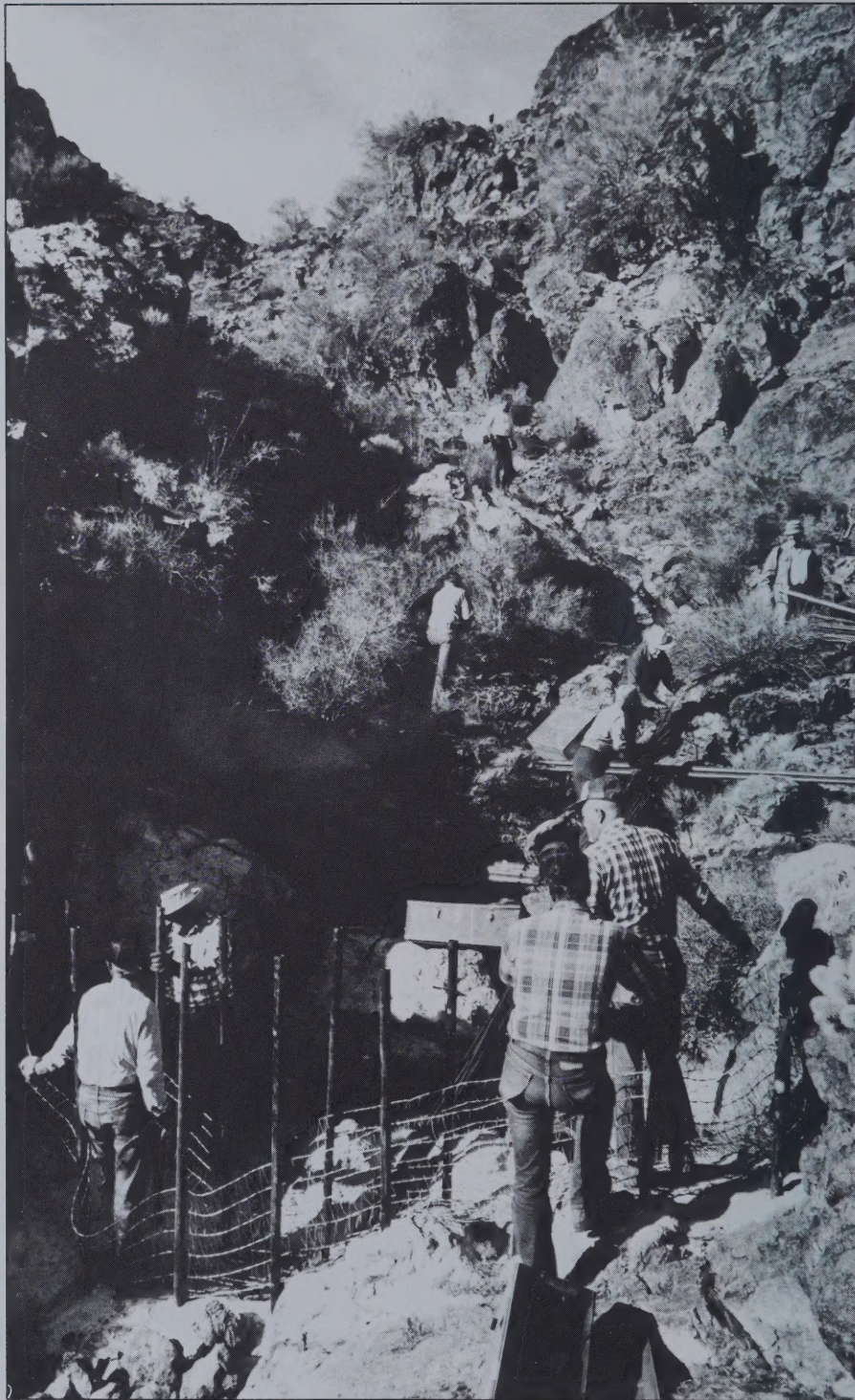


## Joining Together

**S**uccess is contagious. And BLM has some good success stories to tell when it comes to the Challenge Cost Share program.

o In the Rawhide Mountains near Kingman, Arizona, a natural waterhole was improved to make it a year-round source for desert bighorns. BLM joined with the Arizona Desert Bighorn Sheep Society, Arizona Bowhunters, the Arizona Game and Fish Department and the Foundation for North American Wild Sheep to complete the improvements. The new water should help the desert bighorn herd to increase, wildlife biologists believe. The project work included building a gabion to screen out rocks and debris that could have filled the pothole, a masonry dam to increase water storage and a shading screen to reduce evaporation.

o Monogram Mesa is a 100-square mile area of public land near Durango, Colorado, that supports some impressive numbers of wintering wildlife -- 2,500 elk, 7,000 deer and 300 antelope. But the wildlife also meant problems for Monogram Mesa. Forage condition had declined for 20 years because of heavy use and wildlife began moving into private pastures where irrigated fields provided plenty for the animals to munch on. Damage to private property mounted year after year. Something needed to be done. BLM and the Rocky Mountain Elk Foundation conducted a



*Water catchment for desert bighorns installed near Kingman, Arizona.*





*Planting aspens along Trout Creek near Elko, Nevada, was taken on by the local Soroptimist group, a 4-H chapter, BLM and students from Northern Nevada Community College.*



*Fifth graders plant Douglas-fir seedlings near Pleasant Hill, Oregon.*



*Quail Unlimited, a Boy Scout Troop and a Future Farmers of America chapter teamed up to reconstruct a bird guzzler near Hobbs, New Mexico.*





Photo by Leonard Lee Rue III

*CCS projects help ensure forage and shelter for deer and many other wildlife species.*

prescribed burn as the first step in a series of actions designed to improve habitat. The aim of the burn was to attract wildlife back to the public lands. Of the 500 acres, 350 were successfully burned in an uneven mosaic pattern, creating clearings in dense stands of sagebrush and pinyon juniper. Then the entire area was reseeded. The work produced results. Treated sites show a 50 percent increase in vegetation density compared to untreated areas. Wildlife numbers are up by 30 percent in the burned

sites, meaning less damage to private property.

Without the CCS funds, the prescribed burn would not have likely taken place, or at the least, been postponed for several years.

o A few years ago, Todsen's pennyroyal (*Hedeoma todsenii*) was considered the most critically endangered plant in New Mexico. It was known to exist only on a single site of less than one-tenth of an acre. In 1988, Caballo Resource Area biologist Mike Howard discovered a new popula-

tion of the tiny, red-flowered plant. Through CCS funding, The Nature Conservancy inventoried parts of 11 sections of public land for the plant. Nine new populations were discovered, greatly increasing BLM's understanding of this little-known plant. Because of limited budgets, BLM personnel say that the inventory would not have been completed in the near future without the challenge cost sharing. More CCS projects are expected between BLM and The Nature Conservancy in New Mexico.



o Along Cedar Creek in the Susanville, California, District, 200 people assembled on a weekend in June of 1990. Their purpose? To plant 10,000 willow, cottonwood and aspen trees along the banks of the battered stream. Ranchers in the area recognized that the stream's condition was steadily deteriorating and asked BLM for help. BLM, in turn, worked with the Izaak Walton League to organize a dozen different groups to help with the project. "The whole idea was to promote the recovery of the riparian area," says Lillian Andris-Olech, wildlife program manager in the California State Office.

The project will stabilize the streambanks almost immediately, allowing natural vegetation to return to the area. The trees will

also act as a natural sediment filter and provide cooler water temperatures for the stream's native redband trout, Andris-Olech says. The planting took on a festive air, as ranchers, outdoor and wildlife enthusiasts, children, civic organization members and many others plopped the seedlings into the ground. The planting is only one step in an ongoing Challenge Cost Share effort to rehabilitate the 8.5 mile stream, Andris-Olech says.

o BLM and the Wyoming Game and Fish Department jointly proposed construction of a bighorn sheep guzzler for the "Water for Wildlife" program of The One-Shot Antelope Hunt Foundation. The purpose of the project was to improve bighorn sheep distribution and increase the survival of bighorn

lambs. The One-Shot group liked what it heard, and wrote the check for the guzzler in June of 1990. In September, the guzzler was installed by Wyoming Game and Fish Department and BLM employees.

o Wolf Creek, 15 miles west of Roseburg, Oregon, was a stream that needed help. Once good habitat for coho, cutthroat and steelhead, Wolf Creek was reduced to little more than a bedrock and sandstone channel through poor management practices years ago. BLM teamed with the Umpqua Fisherman's Association, Weyerhaeuser, Roseburg Forest Products, Douglas County and other private landowners to restore habitat along a five-mile section of stream. After surveying the stream to assess its needs, logs were cabled across it and root wads placed in the streambed to slow the flow and create pools for spawning and resting. In time, fisheries biologist Dave Faurot of the Roseburg District's Dillard Resource Area, hopes that gravel will be trapped by the structures, providing better spawning habitat. A key to success was getting a private group, the Umpqua Fisherman's Association, to complete the project work on private land. "It all came together pretty well," says Frank Oliver, the wildlife biologist in the Dillard Resource Area. "It's a nice section of stream."

Remember, this is only a sampling of Challenge Cost Share projects that have been a hit in BLM. Stories similar to these can be repeated in virtually any BLM district in the West.



*The California desert tortoise has benefitted from several CCS projects.*



## "On the Edge"

In the rugged canyon country of southern Utah, people from California to Connecticut have gathered by land and water for four consecutive springtimes to count endangered peregrine falcons.

Sometimes the surveys were done while rafting down rivers, and other times, on the edge of isolated cliffs, reached best by helicopter.

"These people actually paid to risk their lives on a cliff to watch for peregrines," muses Jeff Walsh, a wildlife biologist who worked in the Moab District until a recent move to Susanville, California.

It's a unique partnership among BLM, the U.S. Forest Service, the Four Corners School of Outdoor Education, Brigham Young University (BYU) and others that makes the survey possible. The aim of the survey is to identify new peregrine sites and map them out, as well as keep an eye peeled for other wildlife. BLM and the Forest Service manage the habitat and provide some logistical support, BYU contributes two peregrine experts, Clayton White and John Crawley, and the Four Corners School of Outdoor Education organizes the volunteers and transportation. It's a winning combination.

"We've documented quite a few new peregrine nests, and we're getting a better idea of their distribution in this part of the state," says Linda Seibert, BLM's district wildlife biologist in Moab. "The work has been very valuable."

The peregrine falcon recovery team has recommended delisting the Southwest population, and Seibert says the work of the CCS partners is providing important information upon which the final decision will be made.

Participants usually come away from the experience with a different outlook on wildlife. A volunteer from Connecticut continued his birds of prey study by taking college classes upon his

return home. A woman from San Francisco joined in peregrine watches in California.

"Some of them become very knowledgeable," praises Seibert. "Most of them really like getting out on the river or out in the middle of nowhere."

Adds Janet Ross, director of the Four Corners School, "We've had three of the same people come back each year, so they must like it. When they see a peregrine for the first time, they get pretty excited. They jump and holler and fight for the spotting scope."

BLM's contribution is minimal -- mostly staff time and picking up part of the bill for a helicopter in 1990, but the benefits are apparent to those who know the value of good data on peregrines. It's a classic case of a few CCS dollars going a long way.

"It's fantastic," says Walsh of the volunteers' work. "We hope to make good use of them in the future."



*Peregrine falcon populations are rising in the Southwest.*



## "South of Pocatello"

**B**LM wildlife biologist Geoff Hogander knew that the Cache Valley country in Utah was about as far north as rock squirrels were supposed to be found.

But soon after his arrival in Idaho, he noticed the brownish gray ("Technically, the color is 'agouti,'" he says) squirrels with long furry tails in Oneida Canyon, a BLM Area of Critical Environmental Concern about 35 miles south of Pocatello.

"They're fairly common in Utah, where I lived before coming to Idaho. I'd even see them in my yard. After I came here, I asked someone at work about them, but he said, 'Naw, they don't occur here,'" Hogander says. But time proved Hogander right -- a population did exist in Idaho -- and the rock squirrel had a new recognized northern boundary.

The rock squirrels' toehold in Oneida Canyon became a little tentative though, when an application to use the area for hydropower was filed.

"We had no idea how extensive the population was and what the effect of the proposal would be. We wanted to know if the Idaho rock squirrel population might be wiped out," Hogander says.

Through the CCS program, Hogander was able to secure funding for a study of the ground squirrel through Idaho State University (ISU). Rick Batterton, a graduate student at ISU, is nearing completion of the work, which includes population studies, attempts to transplant the squirrel, and a final report with management recommendations to BLM. All of this gives a clearer picture of the animal and its habitat.

Why all the bother over a species that is common elsewhere in the mountain west?

"So many species in this ecosystem have disappeared since this area was settled," Hogander says. "We have a species diversity program in BLM ... and these squirrels are a part of a function-

ing ecological system. They may provide us with some answers down the line."

Some of the projects funded through the CCS Share initiative center on research, a fact recognized by BLM field biologists. In the rock squirrels' case, the hydro project application was denied by the state, but Hogander welcomes the information gathered by Batterton. The more information research provides to field biologists, the better their decisions will be. Hogander appreciates the money and recognition that CCS brings, but worries about limited funding. The rock squirrel study is the only project he's been able to acquire financing for in the Pocatello Resource Area.

"There are lots of other projects that need to be done," he says. "But it's a marvelous program."



Photo by Leonard Lee Rue III

*A CCS research project has provided valuable information to BLM about the rock squirrel in southeastern Idaho.*



## "What They're Saying"

**T**he change is a good one. That's what leaders of national conservation groups say about BLM's participation in the Challenge Cost Share program. "Before challenge cost sharing and 'Fish and Wildlife 2000,' the kind of cooperation that now routinely takes place throughout BLM was not much more than wishful thinking," says Lonnie Williamson, vice-president of The Wildlife Management Institute.

But the CCS effort -- and as several people pointed out, BLM's stronger commitment to fish and wildlife -- have vaulted BLM and its partners into a new era of cooperation.

"We like the emphasis of BLM on wildlife and recreation and we're proving it by putting our dollars into Challenge Cost Share," says Bob Munsen, director of the Rocky Mountain Elk Foundation.

"BLM is becoming more multi-faceted than it was in the past. In the future, I see our participation with BLM increasing in a large way," notes David Lockwood, western field representative for Pheasants Forever.

The CCS initiative is good in more than one way for conservation-minded people. First, it simply allows them to do something for a resource they care about. Lockwood says the membership of Pheasants Forever especially enjoys working on public land because hunting on private land is becoming more restricted. The work Pheasants Forever members do today may mean a better hunting experience for them tomorrow.

Roger Wells, Western Division manager for Quail Unlimited, agrees. "We view it as a tremendous opportunity for us to get involved with BLM and have an impact on upland bird habitat. We can multiply our funds and efforts so quickly through Challenge Cost Share."

A second reason for enthusiasm is that it's good business for the groups.



Photo by Leonard Lee Rue III

*CCS projects benefit a variety of wildlife, including pronghorn antelope.*

"It's a very big boost to our fundraising effort when we can go to groups and say, 'Hey, we can automatically double what you contribute through Challenge Cost Share.' That appeals to them," says Kevin Lackey, conservation program manager for the Rocky Mountain Elk Foundation.

Conservation groups, like natural resource agencies, need to demonstrate what they can do in the field. CCS is a good fit for doing just that. Paul Brouha, executive director of the American Fisheries Society, says he thinks that the field work by many different partners is one big reason for the initiative's success because it instills in the contributors a sense of ownership.

The economics of CCS are also appealing. It doesn't always take big bucks to get improvement work done. Roger Wells, of Quail Unlimited, says, "Some of our chapters can have relatively little money in their accounts, but they can do significant



## "What They're Saying" (Continued)



A CCS volunteer (left) straps a radio transmitter onto a juvenile northern spotted owl near Eugene, Oregon.

improvement work by converting their in-kind donations such as labor and mileage into cash value."

The cooperators also enjoy getting to know BLM personnel better.

"Generally, we have a good relationship with BLM, and the more we do together, the closer we become," says John Nagel, Ducks Unlimited's regional operations supervisor for the Pacific Flyway, and a veteran of more than 20 years in wildlife conservation. "Our relationship at the field level has always been good. Working with BLM has shown me some things I wasn't aware of."

All of this is not to say that there aren't a few drawbacks. Securing funding can be frustrating. In recent years, for example, only about 30 percent of the proposed projects were allocated money. And dealing with a bureaucracy can be tedious. "It took us three months to get a memorandum of under-

standing signed," laments one partner. Another spoke of the frustration of having to wait for separate environmental assessments completed for similar projects only a few miles apart from each other.

Those smudges don't detract from the overall enthusiasm generated by CCS, though. Typically, those outside of BLM who know the program well believe it has a bright future and endorse it wholeheartedly.

"I think the program will continue to grow. It's very saleable to the public. It has lots of potential and allows people to do something for wildlife that they wouldn't have the chance to do on their own," says Lackey, of the Rocky Mountain Elk Foundation.

Or as Trout Unlimited's executive director Charles Gauvin says, "I have only positive things to say about BLM's CCS initiative."



## "Out of the Mud"

**T**he small town of Terry sits on the windy plain of eastern Montana, tucked between the narrow band of the Yellowstone River to the south and the badlands country to the north and west.

At first glance it doesn't look much like duck country, acknowledges Dale Tribby, area wildlife biologist in the Big Dry Resource Area. "You get away from the river bottoms and immediately you're in the badlands," he says. There just isn't much water. So wildlife biologists must take advantage of the few places where water is available for waterfowl habitat. One of them is along Custer Creek, a dozen miles outside of Terry.

At one time, there was water -- lots of it -- for ducks. That was when an old dam held back the waters of Custer Creek, providing a good place for waterfowl in some pretty dry country. But through the years, the old reservoir silted in and the dam eventually washed out, leaving behind little more than mud and muck.

"It was worthless for waterfowl," Tribby says.

Worthless true, but the potential was there. A few years back, Gerry Gill, a wildlife biologist in Miles City, thought the Custer Creek dam might be an opportunity in the rough. Ducks Unlimited was approached about getting involved, and a match made in duck heaven came about.

"There had been an interest between Ducks Unlimited and BLM to do some work together," Tribby recalls. Ducks Unlimited provided surveying and engineering services, then picked up the \$95,000 price tag for rebuilding the 940-foot long dam. Seventy thousand cubic yards of earth later, the L-shaped dam was completed and BLM had a 64-acre wetland, all of it first-rate habitat for waterfowl.

While the dam is the centerpiece of the work, there's more to the project. BLM fenced about 270 acres on the site, and that area will be managed for

waterfowl nesting, Tribby says. Nesting cover will be planted, thanks in part to the grazing permittee in the area, Haughian Livestock, Inc. "They're volunteering their tractor and time to put the seed in the ground," Tribby says.

The project never would have been completed without Ducks Unlimited and the other partners through the CCS. "It was too costly for the district. But the people at Ducks Unlimited were really tickled about it."

Like many other field wildlife biologists in BLM, Tribby says the possibilities of Challenge Cost Share projects are just now being realized. "We're really just learning how to take advantage of the CCS dollars. If someone is willing to give us money, we're certainly willing to put up some of our own. I see this as the way of putting projects on-the-ground for the next few years," he says.

The spin-offs from the project also have been a pleasant surprise. Good local news coverage helped residents to become aware of the project. And don't be surprised if BLM and Ducks Unlimited team up again in the near future. "We've strengthened our relationship with them," Tribby says. "We know their phone number and they know ours, and we've been talking a lot."

The Custer Creek waterfowl project illustrates the best in the challenge cost sharing. It was a true partnership among federal and state agencies, a conservation group and private landowners. It was a project that wouldn't have happened without loads of cooperation. And as the spring rains and snowmelt filled the reservoir for the first time, there were some mighty satisfied ducks finding their way to the water. Looking back at the Custer Creek work, Tribby says he has only one regret.

"I just wish I had one hundred more like it," he says.



## "Job Satisfaction"

**R**ick Brigham admits to being partial to desert bighorns. "They're one of my favorite animals," says the wildlife program lead in BLM's Carson City, Nev., district.

So when the chance comes along to do something for bighorns, Brigham is ready. And in the last four years, he and a group of volunteers from the Fallon and Reno chapters of Nevada Bighorns Unlimited have been putting an occasional weekend to good use to benefit the animals.

Seven guzzlers designed for desert bighorns are in place, thanks to the Nevada Bighorns Unlimited and BLM efforts, plus some help from the Nevada Department of Wildlife. Each of the guzzlers has at least a 3,000 gallon capacity, providing a steady source of water for the bighorns

in the rocky, arid mountains of northern Nevada.

Thirsty bighorns weren't on Brigham's mind when he made the first of many trips to a knife shop in Reno a few years back and struck up a conversation with the owner, an avid sportsman.

"He and I would talk about things other than knives for an hour at a time," says Brigham. "He found out what I did for BLM and put me in touch with Nevada Bighorns Unlimited. A little later, I went to a Reno chapter meeting and made a presentation, basically asking for money. That's where it all got started."

The money came through and the first CCS effort between Nevada Bighorns Unlimited and the Carson City District started later in the year. The partners have grown proficient at installing the guzzlers. Despite being a fairly complicated



*The reservoir at Custer Creek was little more than muck and mud, until BLM and Ducks Unlimited teamed up.*



## *"Job Satisfaction" (Continued)*

engineering feat, Brigham says it takes less than a day to put a guzzler in.

"Many of the NBU people are in construction. I can show them a pile of materials and tell them what we want. Then I can walk away and it will get done," says Brigham.

Curtis Warrick, the wildlife program lead in the Nevada State Office, agrees. "They've got all of the glitches out in Carson City. They've got the process down pat," he says.

Brigham praises the two Nevada Bighorn Unlimited chapters for their work. "They say, 'Hey, you find the place and we'll fund everything and build it for you.' That's the type of cooperation we've been getting. It's outstanding."

BLM honored Nevada Bighorns Unlimited with a volunteer award and plaque at each chapter's annual banquet and auction earlier this year.

Another key to the projects' success is the

Nevada Department of Wildlife. "The bighorns here are a result of an aggressive transplant effort by the Nevada Department of Wildlife. They have a good record of transplanting bighorns in their historical range in northern Nevada," Brigham says.

A 17-year employee of the Carson City District, Brigham thinks that the guzzler projects wouldn't have happened a decade ago. And without the CCS concept, they probably wouldn't take place today.

"We've all established our credibility with each other, and everyone thoroughly enjoys the work. We not only get the job done, but we have some good bull sessions afterward," Brigham says.

If he sounds like a man who enjoys his job, it's because he does.

"It's been a very rewarding effort," says Brigham. "It's pure job satisfaction."



*Fencing a guzzler in Dummy Canyon in the Carson City, Nevada, District.*



## Tangibles and Intangibles

**S**ome of the Challenge Cost Share benefits have been highlighted elsewhere in this report. But let's be more obvious by laying them out in black and white. After talking with the people who know the program the best, from field biologists to CCS partners to those who administer the initiative, these are the qualities that stand out in their opinion.

### *More work gets done in the field*

No question about this: more folks are coming home with BLM dirt on their boots. Says Bob Harburchak, wildlife program manager for BLM in Montana, "It's rapidly becoming the way we're getting things done on the ground." John Nagel, Ducks Unlimited's regional operations supervisor for the Pacific Flyway, says that's also true for conservation organizations. "We've been able to complete projects through Challenge Cost Share that Ducks Unlimited otherwise wouldn't have been able to."

### *Challenge Cost Share Goes Where Others Can't*

Federal dollars can't be put to work on private land. But CCS provides a solution when the success of a project depends on



*Finishing touches are put on the Volcano guzzler, Carson City, Nevada, District.*



*CCS puts money and people to work where it counts most – on the ground, including this water project near Roswell, New Mexico.*





*A BLM fisheries biologist checks improvements on Currant Creek, Rock Springs, Wyoming, District.*

federal and private land improvements. Matching contributions of money or labor can be used on non-public lands.

"We have lots of projects where land ownership is intermingled," says Neil Armantrout, district fisheries biologist in Eugene, Oregon. "We have the best results when we can do improvement work on both -- BLM on the public, and our partners on the private. Challenge Cost Share lets us do that."

### *Research Gets Done*

BLM biologists, botanists and other specialists are busy folks these days. Research, even though it's wanted, needed, and often times

held in awe, seems to get pushed aside in the day-to-day grind. CCS has helped to underwrite some of the best research BLM has going.

"About half of the ongoing research projects in Idaho are Challenge Cost Share funded," illustrates Allan Thomas. "Most of it wouldn't have been done, at least not to the degree it is, or would have been delayed. Yet there are some acute needs." Other BLM states make the same kind of observations.

### *The Bonding Factor*

From at least the time when spear-toting clan dwellers chased woolly beasts across the country-

side, it's been recognized that sweat is a bonding agent. Hard work and friendships go hand-in-hand. Without dissent, BLM employees say that their relationship with community members improves after completing a project. CCS partners make similar statements about BLM. "The more our people learn and understand about your organization, the closer we can work together," says Bob Turner, the Audubon Society's Rocky Mountain regional vice-president.

### *Yours, Mine and Ours*

"People are much more interested in a project they've worked on," says Dick Marl of the North-



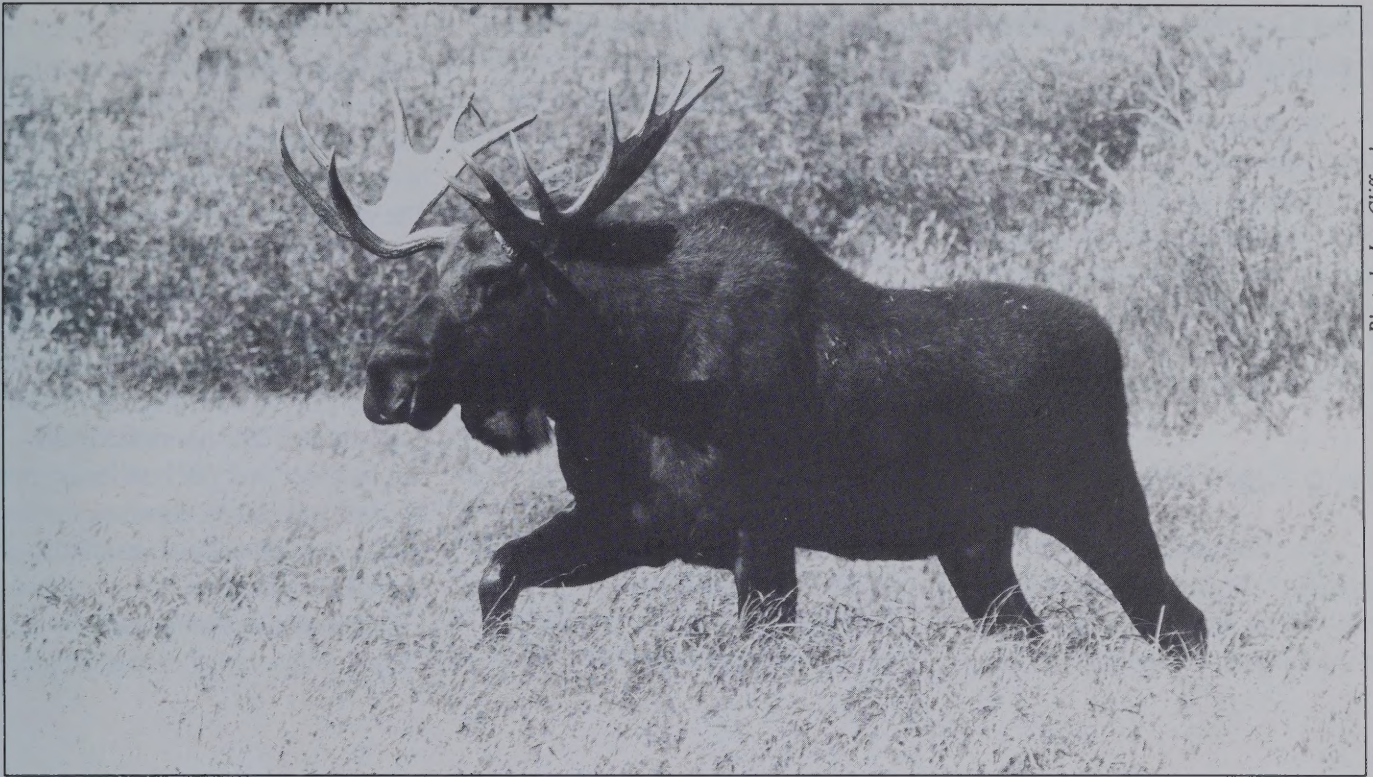


Photo by Len Clifford

*CCS projects benefit a variety of species, from tiny plants and animals to big-game animals, such as bull moose.*

west Steelheaders in Eugene, Oregon. "It's really meaningful. They can say, 'We're a part of that.'" And they come back, too. Marl's group, for instance, is doing the maintenance work on the Lake Creek Falls passage project in western Oregon, which opened more than 100 miles of habitat to anadromous fish.

### *Shifting Into High Gear*

Once a CCS project is approved and the funding cleared, it ordinarily doesn't take long for the work to be completed. In some cases, BLM or its partners have waited years for a project to begin. When the green light is given, the work

usually starts -- quickly. "Challenge Cost Share motivates on both sides. It seems to make things happen faster," says David Lockwood, western field representative for Pheasants Forever.

### *The Raw Potential*

Has the CCS program hit full stride?

"Not even close!" says Max Petersen, executive vice-president of the International Association of Fish and Wildlife Agencies. Like listening to a symphony, the CCS program takes some time to absorb and appreciate. But that point has been reached and BLMers and conservationists agree that CCS has

almost unlimited potential to improve habitat on public lands. "We're only seeing the tip of a big, big iceberg," says Roger Wells of Quail Unlimited.

### *Hands On Education*

This isn't rocket science. It is education by osmosis. Some of the basics of natural resource management are going to rub off on volunteers. One of the nice benefits is the firsthand education partners and BLM employees receive when they work on a project. That helps to produce a better-informed public. And a well-informed public is invaluable to an agency like BLM.



## *The Control-Your-Destiny Feeling*

"Most of the groups are enthusiastic about the work to begin with," says BLM fisheries biologist Neil Armantrout. "But they really like the idea of being able to come to us with their idea for a project." The phrase "public land" takes on a new meaning for the partners.

## *Who Can Help*

Who can participate in the CCS program? Anyone affiliated with a non-federal group who can demonstrate a legitimate interest in caring

for the water, land and the resources they bear.

The application process is easy, not requiring long forms filled out in triplicate and sent to an office somewhere thousands of miles away. Rather, applications are accepted at any BLM office. The best time is late summer, so that a proposal can be evaluated and rated before the start of the new fiscal year in October. The proposal should cover the basics in two or three pages and include:

- The name of the project;
- The name of the cooperating group or organization, and the key people involved;

- A brief description of the project including background and a needs assessment, plus identification of species or habitats that would benefit from the project;
- The project's location;
- A list of benefits or products resulting from the project;
- Cost estimates for BLM and the partner. BLM's cost should not exceed that expended by the cooperators. The partners's share can include "in-kind" services, such as time, labor, travel expenses, equipment and materials, as well as cash.

The money available for the CCS initiative varies each year,



BLM Director Cy Jamison congratulates Boy Scouts and their leaders near Stanley, Idaho. Each of the scouts completed their Eagle Badge project on public lands.



and the annual funding isn't known until after the BLM final budget is approved by Congress. Each proposal is evaluated and ranked according to how it fits in with BLM's fish and wildlife mission. When the budget numbers are known, BLM makes the final decisions based on what we need and what can be done with the funds we'll have.

Competition for CCS money is increasing. In 1990 and 1991, for example, only about one-third of the proposals could be funded. One drawback to the program is that there are more proposals than available funds.

Allan Thomas, BLM's wildlife program manager in Idaho, has a few tips to give prospective CCS partners.

"Projects for threatened or endangered species or candidate species of plants and animals which may be in danger of becoming extinct get our highest priority," he says. "For example, we've just started a research project to find out how we can bring back mountain quail. We have numerous candidate plants which we know very little about and groups such as the Idaho Native Plant Society and the Idaho Heritage Program are helping us to find out more about their

status and needs."

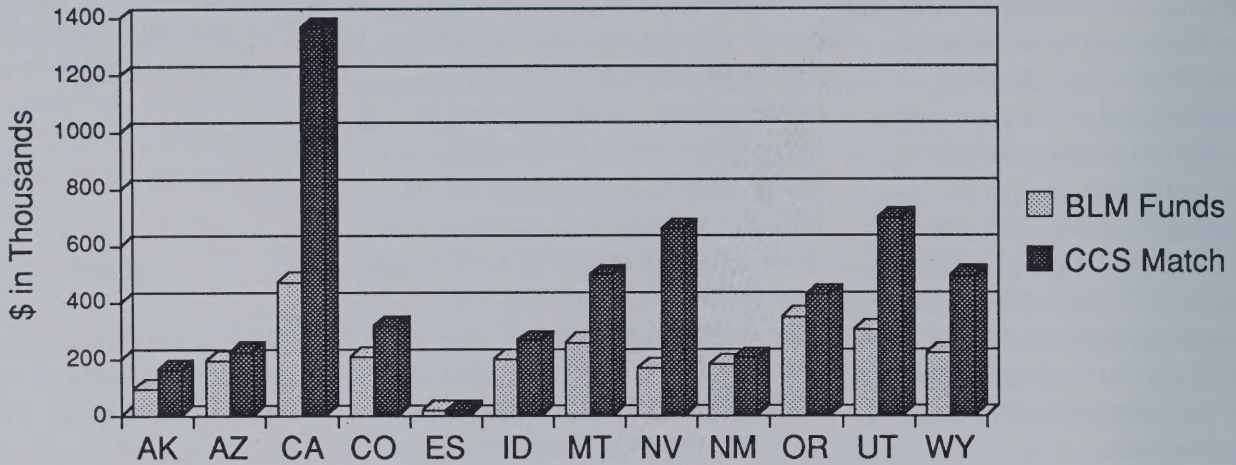
The only way you and your organization will find out if there's money for your project is to apply; and for the several minutes it takes to write the proposal, you may find it was one of the best investments of time you've ever made.



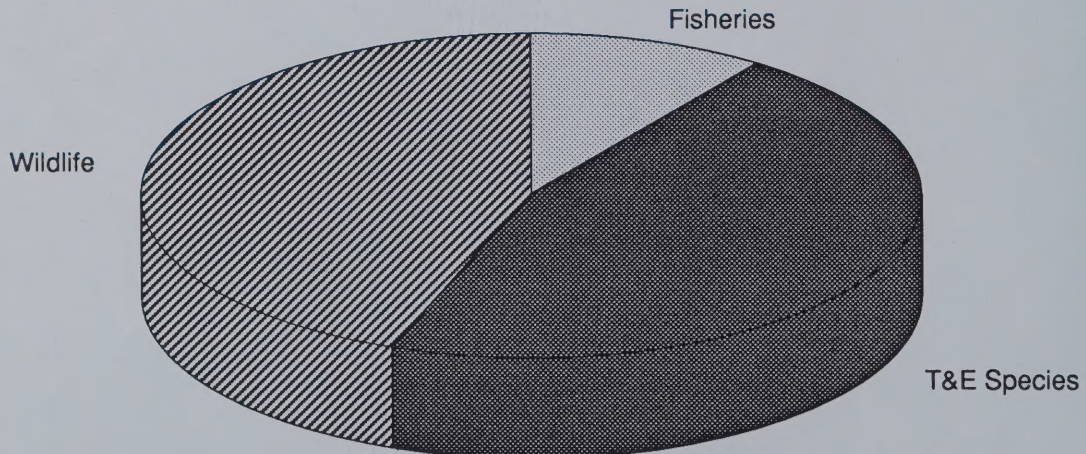
*Peregrine falcon hack site installation in Colorado.*



*Challenge Cost Share Program by State – FY 1991*



*Challenge Cost Share Projects by Major Program Component – FY 1991*





## And Now, About Tomorrow

### *This much is clear:*

The Challenge Cost Share initiative is immensely popular with the public, the partners and with BLM employees. It allows the federal government and the private sector to pool their resources and accomplish things that neither would be able to do on their own. "We are strong, strong supporters of the Challenge Cost Share program," says Bob Munsen, executive director of the Rocky Mountain Elk Foundation. "It's what the public/private initiative is all about."

It works. The CCS effort may be the best-ever natural resources program for accomplishing work where it matters the most -- on the ground.

Already, it has done more to bolster public confidence in resource agencies than any other federal wildlife or fisheries program in recent years.

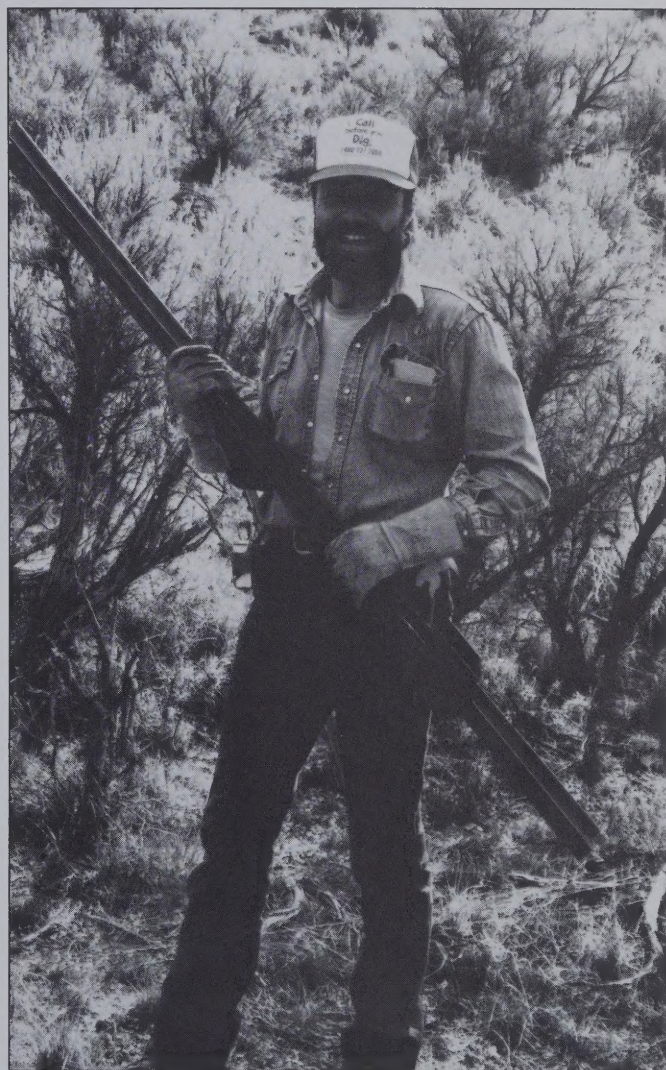
As well accepted as it is, the concept is still in its infancy, and has yet to fulfill its unmistakable potential. "We haven't reached the pinnacle. There's lots of work to be done," says John Nagel of Ducks Unlimited. Adds Lee Upham, wildlife program manager in BLM's Colorado State Office, "Our people in the field are now recognizing and appreciating the program for what it can do."

Finally, there never will be a shortage of CCS proposals, only a shortage of funding to breathe life into those projects. "All of us would like to see more federal dollars committed because we could put them to work," says Roger Wells of Quail Unlimited. Dealing with the disappointment of people whose projects are not funded will be a major challenge.

Good things are being done every single hour of every single working day on public lands because of the CCS initiative. More than ever, Americans are concerned about the environment, and along with that concern, comes a commitment to roll up their sleeves and do something for natural resources on public lands. The CCS initiative probably wouldn't have worked twenty years ago, but that's part of its beauty; it came to life at a time when it was needed -- by the federal

agencies, the public land resources, and by the people themselves. Congress will ultimately determine how far the initiative can go, how much the American people can do to show their love for the land.

The thinking is, Americans can do a lot. And they want the chance to prove it.



*A volunteer from the Humboldt River Fly-fishing Club carries posts for an exclosure at Dorsey Creek, in the Elko, Nevada, District.*



## Appendix A

# Sampling of Challenge Cost Share Projects

### *Fisheries*

- Fish cover construction
- Rearing channel construction
- Fish passage structures
- Habitat cover plantings
- Aquatic studies
- Project maintenance
- Recreational access
- Riparian inventory
- Salt cedar control
- Pole planting
- Fencing
- Environmental education
- Hatchery enhancement

### *Threatened and Endangered Species*

- Desert pupfish exlosure construction
- Desert pupfish habitat surveys
- Bald eagle nest watch program
- Peregrine falcon inventory
- Egret nest structures
- Northern spotted owl inventory
- Raven management for desert tortoise
- Desert tortoise public education initiative
- Menzies wallflower research and improvements
- Colorado cutthroat monitoring
- Peregrine falcon hacking program and monitoring
- Bald eagle winter roost perches
- Ferruginous hawks population study
- Black-footed ferret inventory and habitat evaluations
- Grizzly bear food habit study
- Snowy plover inventory
- Habitat use study of Aleutian goose
- Study of borax chub, redband trout
- T&E plant seed storage

- Peregrine falcon monitoring in San Juan Resource Area
- Spotted bat inventories
- Sensitive plant inventory
- Environmental education program for endangered species

### *Wildlife*

- Wetland fencing
- Prescribed burns to benefit elk, bighorn sheep
- Spring development and fencing
- Meadow restoration
- Telemetry study of mule deer
- Estaurine restoration
- Tree planting
- Water developments
- Wildlife educational video
- Raptor study
- Study of oil and gas exploration on habitat
- Study of mountain lions in fragmented habitats
- Pothole development
- Big game winter range rehabilitation
- Wild turkey transplant
- Watchable Wildlife viewing area
- Maintenance of guzzlers, small water facilities
- Installation of guzzlers
- Habitat mapping



## *Partial List of BLM Cooperators in Challenge Cost Share Initiative*

|                                          |                                           |
|------------------------------------------|-------------------------------------------|
| National Audubon Society                 | Tonopah Sportsmans Club                   |
| Ducks Unlimited                          | Placer Dome U.S., Inc.                    |
| Native Plant Society                     | Nevada Division of Forestry               |
| The Nature Conservancy                   | Yale University                           |
| Pheasants Forever                        | Bighorn Research Institute                |
| Rocky Mountain Elk Foundation            | Chaves County Wildlife Federation         |
| Nevada Bighorn Unlimited                 | X-Bar and Arroyo Seco Ranch               |
| Foundation for North American Wild Sheep | Hobbs Chapter, Quail Unlimited            |
| Quail Unlimited                          | New Mexico Natural Heritage program       |
| National Wild Turkey Federation          | Anthony High School (New Mexico)          |
| Izaak Walton League                      | Washington Native Plant Society           |
| National Fish and Wildlife Foundation    | Oregon Native Plant Society               |
| Defenders of Wildlife                    | Southern Oregon State College             |
| Trout Unlimited                          | Western Foundation of Raptor Conservation |
| Bass Anglers Sportsman Society           | Westwood Elementary School (Wyoming)      |
| University of Montana                    | Smith Fork Grazing Association            |
| Idaho State University                   | Upper Bighorn River Anglers Association   |
| Oregon State University                  | Boone and Crockett Club                   |
| Brigham Young University                 | Sweetwater Wildlife Association           |
| Chevron                                  | The Peregrine Fund                        |
| Humboldt State University                | Utah Power and Light                      |
| Colorado University                      | Tooele Wildlife Foundation                |
| University of Idaho                      | Milford Wildlife Foundation               |
| Rocky Mountain College                   | Brent Palmer Consulting                   |
| Barrick Mining                           | Utah State University                     |
| National Rifle Association               | West Millard Wildlife Association         |
| Southern Nevada Homebuilders             | Four Corners School of Outdoor Education  |
| Newmont Mine                             | Yuma Bassmasters                          |
| Anglers United                           | Desert Bass Anglers                       |
| Navajo Natural Heritage                  | Dixie Wildlife Federation                 |
| Southern Utah State College              | Arizona Bowhunters                        |
| Utah Division of Water Resources         | Arizona State University                  |
| Conoco Oil                               | Escalante Power Co.                       |
| Kerr McGee                               | Montana Natural Heritage Program          |
| Oregon Hunters Association               | Anaconda Sportsman's Association          |
| Utah State University                    | Skyline Sportsmen                         |
| Umpqua Fishermen                         | Great Bear Foundation                     |
| Northwest Steelheaders                   | North Dakota Natural Heritage Program     |
| New Mexico State University              | Montana Power Co.                         |
| Nevada Natural Heritage Program          | University of Montana                     |
| Battle Mountain Rod and Gun Club         | Montana Stockgrowers                      |
| Red Rock Mines                           | Haughian Livestock Co.                    |
| Fraternity of the Desert Bighorn         | Boise State University                    |



Newmont Mining  
Panguitch Wildlife Federation  
California Native Plant Society  
Alturas Riparian Steering Committee  
California Department of Forestry  
Desert Wildlife Unlimited  
Society for the Conservation of Bighorn Sheep  
Smithsonian Institute  
California Energy Commission  
California Off-Highway Vehicle Commission  
California Wildlife Conservation Board  
Alturas Public Schools  
U.S. Marine Corps  
Havasu Bass Club

### *State Fish and Wildlife Agencies*

Alaska Department of Fish and Wildlife  
Arizona Game and Fish Department  
California Department of Fish and Game  
Colorado Department of Natural Resources,  
    Division of Wildlife  
Idaho Department of Fish and Game  
Minnesota Department of Natural Resources  
Montana Department of Fish, Wildlife and Parks  
Nevada Department of Wildlife  
New Mexico Game and Fish Department  
Oregon Department of Fish and Wildlife  
Utah State Department of Natural Resources,  
    Division of Wildlife Resources  
Wyoming Game and Fish Department



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| <b>16. Abstract (Limit: 200 words)</b><br><br>This report summarizes fish and wildlife habitat management accomplishments on public lands in the western United States under the Bureau of Land Management's Challenge Cost Share (CCS) initiative. For FY 1991, BLM received \$3.2 million of appropriated funds and \$4.8 million of private and state matching funds. Under the CCS initiative 32 fisheries management, 141 Threatened and Endangered species management, and 134 general wildlife habitat management projects were accomplishments. |  |                                               |                                                         |                                                      |                               |
| <b>17. Document Analysis a. Descriptors</b><br>Endangered Species      Aquatic Habitats<br>Big Game Habitats<br>Wildlife Habitats<br>Fishes<br><br><b>b. Identifiers/Open-Ended Terms</b><br><br>Public Lands<br>Western United States<br>Biodiversity<br><br><b>c. COSATI Field/Group</b>                                                                                                                                                                                                                                                              |  |                                               |                                                         |                                                      |                               |
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